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ABSTRACT

The Ohio Legislative Office of Education Oversight examined the education programs in adult prisons operated by the Ohio Department of Rehabilitation and Correction (ODRC). Telephone interviews with staff associated with each prison facility, interviews with inmates, and structured observations of 12 prison classrooms provided first-hand information on education programs. The study found that, although the ODRC is required to operate a school system that serves all prisons and to provide adult basic education programs and vocational training for prisoners, a number of factors limit the effectiveness of prison education programs in changing skill levels and attitudes of inmates. Extreme crowding in prisons (180 percent of capacity) and the need to maintain a secure environment at all times are the two factors that most affect prison education programs. Other factors include the following: (1) the ODRC's commitment to education is dependent on the availability of isolated funding sources and the preferences of individual wardens; (2) an estimated 50-80 percent of inmates have learning disabilities, but few prison educators have been trained in teaching methods for adult learners and in how to recognize and accommodate learning disabilities; (3) the prison education programs emphasize participation, not completion; (4) teaching strategies in adult basic education and high-school equivalency classrooms have not been adapted to the specific learning needs of an adult prison population; (5) the curriculum does not include instruction in the social skills of self-control, conflict resolution, empathy, and cooperation; and (6) there is insufficient staff development for teachers. Recommendations were made to improve the department's systemwide focus on education, to emphasize completion rather than participation in education programs, and to improve classroom instruction. (Appendixes contain the following: information on recidivism; statistics on the crime rate, prison population, and education enrollment; and 35 references.) (KC)

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Education Behind Bars: Opportunities and Obstacles

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The Legislative Office of Education Oversight (LOEO) serves as staff to the Legislative Committee on Education Oversight. Created by the General Assembly in 1989, the Office evaluates education-related activities funded wholly or in part by the state of Ohio.

This Legislative Office of Education Oversight (LOEO) report examines education programs in adult prisons operated by the Ohio Department of Rehabilitation and Correction. It responds to general questions and concerns that have been raised by members of the Ohio General Assembly regarding what education opportunities exist in Ohio's prisons, for whom, and how prison education is funded. ***Conclusions and recommendations in this report are those of the LOEO staff and do not necessarily reflect the views of the Committee or its members.***

SUMMARY

EDUCATION BEHIND BARS: OPPORTUNITIES AND OBSTACLES

The Legislative Office of Education Oversight (LOEO) examined the education programs in adult prisons operated by the Ohio Department of Rehabilitation and Correction (ODRC). Telephone interviews with staff associated with each prison facility, interviews with inmates, and structured observations of 12 prison classrooms provided first-hand information on education programs.

An estimated 75% of inmates in U.S. prisons are functionally illiterate and 90% of them are released within five years.

Since the 1973 chartering of the Ohio Central School System, the ODRC has made continuous progress in the development of prison education programs. Inmates participate in education programs in 23 of Ohio's 24 state-operated prisons; one prison is a hospital for inmates. In fiscal year 1993, over $32 million in combined state and federal funds were spent for the education of inmates.

The same education programs are not available in all prisons. Programs can include: Adult Basic Literacy Education (ABLE), General Education Development (GED), vocational instruction, one-year technical, and two- and four-year college degree programs.

The Department of Rehabilitation and Correction is now required (ORC 5145.06) to operate a school system that serves all prisons and to provide adult basic education programs and vocational training for prisoners.

Participation in education for 90 days is required for inmates under 22 who have not received a high school or GED diploma and for any inmate, regardless of age, who reads below a sixth-grade level. Some type of mandatory participation in education for inmates with low literacy skills is required in all but eight states in the country.

Inmates reported that education had changed their attitudes towards themselves and their futures, and provided job skills. Staff respondents all considered their education programs to be effective.

A number of factors limit the effectiveness of prison education programs in changing skill levels and attitudes of inmates

A number of factors were identified that limit the effectiveness of prison education programs. Extreme crowding in prisons (180% of capacity) and the need to maintain a secure environment at all times are the two factors that most affect prison education programs. Other factors include:

Limited system-wide commitment

Although education programs are operated in most Ohio prisons, there is limited department-wide funding, administrative support, and planning for these programs. Providing programs is reported as necessary for both reducing inmates' idleness and increasing the opportunity for inmates' rehabilitation, yet a coherent focus on education is missing.

The department's commitment to education is dependent on the availability of isolated funding sources and the preferences of individual wardens.

The department does not expressly include education in its departmental mission. It has not designated a portion of its budget for education programming. The programs offered and the number of inmates who may participate largely depend on the funding available from isolated funding sources.

Although the Ohio Central School System has input, wardens retain considerable discretion over education programs within their prisons. Many wardens are very supportive of education programs and provide for adequate staff and teaching materials. Others have education as a lower priority.

An estimated 75% of inmates enter prison without a high school diploma or marketable job skills. However, only 21% of the estimated inmate population of 38,000 is enrolled in education and over a third of these are attending college. Many inmates are in prison for only a short time (over half the inmates released in 1992 served sentences of one year or less), yet students in basic literacy and GED programs meet for only three hours per day and waiting lists limit access.

An estimated 50 to 80% of inmates are learning disabled. Few prison educators have been trained in teaching methods for adult learners and in how to recognize and accommodate learning disabilities.

Ohio's inmate population includes a disproportionate number of individuals who are learning disabled in some way, an estimated 50 to 80%. Yet, few teachers are hired or trained to address these needs. The Ohio Department of Education allocated 4.5 special education units to the Ohio Central School System in fiscal year 1993. However, these special education units are provided in only one prison and are for males under 22 years of age, most of whom are developmentally handicapped (mentally retarded).

Emphasis on participation, not completion

In general, prisons focus on inmates' participating in, rather than completing education programs. Many prison staff view

education programs solely as a means for managing a large inmate population. As a result, education programs must operate around other prison activities. Interruptions in class time are frequent. In some prisons inmates are required to rotate out of programs or are transferred to other prisons regardless of their education status.

Approximately 41% of Ohio's prison population had been imprisoned more than once. National recidivism rates ranged from 35 to 62%.

According to the Ohio Department of Rehabilitation and Correction, in fiscal year 1993 approximately 41% of Ohio's prison population had been imprisoned more than once. National recidivism rates ranged from 35 to 62%. Results from national and state studies on recidivism provide some evidence that higher levels of education are related to lower recidivism rates and that completion of an education program further increases inmates' chances of staying out of prison.

These studies also identify many factors other than education that influence whether an inmate returns to prison, such as substance abuse treatment, family support, improved self-esteem, and maturing in age.

In fiscal year 1993, 21% of inmates enrolled in ABLE and GED programs completed them, 40% of those enrolled in vocational programs completed, and 12% of those enrolled in college completed.

Lack of adult teaching methods and materials

Teaching strategies inside the ABLE and GED classrooms have not been adapted to the specific learning needs of an adult prison population.

Inmates with a history of failure in traditional schooling require alternative approaches to instruction. Teaching methods and materials must be based on adult experiences, responsibilities, and ways of learning. LOEO found that vocational classes and college classes were better oriented to teaching adults than ABLE and GED classes.

Incomplete curriculum

The curriculum should include instruction in the social skills of self-control, conflict resolution, empathy, and cooperation.

While inmates vary in terms of their literacy and job skills, they share a common deficit in social skills, especially in their ability to reason in social situations. The skills inmates need to acquire in order to stay out of prison, therefore, must include the social skills of self-control, conflict resolution, empathy, and cooperation.

Although the Ohio Central School System has implemented a graded course of study for its ABLE, GED, and vocational programs, teaching inmates how to think in social situations is not part of the current curriculum.

Insufficient staff development for teachers

Staff development for prison educators must include opportunities to watch others demonstrate effective teaching methods, to practice while being coached, and to discuss teaching methods with other teachers on an ongoing basis.

To effectively teach inmate students, teachers must be knowledgeable not only in the curriculum content, but also in adult teaching methods and methods used with learning disabilities.

Although they must be certified in their respective subject areas, prison educators are not required to have training or experience in adult education or special education. Few of the prison educators interviewed reported receiving training on teaching methods for adult learners and training on how to recognize and accommodate learning disabilities.

RECOMMENDATIONS

Recommendations are intended to improve the department's system-wide focus on education, to emphasize completion rather than participation in education programs, and to improve classroom instruction.

Given that education programming is useful for both maintaining security in prisons and helping inmates prepare for reintegration into society, it is important that such programs be effective. Based on the findings of this study, LOEO provides recommendations intended to improve the department's system-wide focus on education, to emphasize completion of, rather than participation in education programs, and to improve classroom instruction.

The following is a summary of LOEO's recommendations:

- ODRC should continue to provide the full range of education opportunities to meet the full range of inmate needs, including ABLE, GED, vocational, one-year technical, and two- and four-year college degree programs.
- ODRC should develop a system-wide education plan that focuses on the needs of inmates and that includes a system for measuring student learning and the effect of education programs on post-release employability and recidivism.
- ODRC should stabilize and provide a system-wide focus to its funding of education programs, basing the allocations on the needs of inmates.
- ODRC should hold both wardens and the Ohio Central School System accountable for the success of the education programs, especially the percentage who complete programs.

Recommendations (continued)

- ODRC should review the appropriateness of all policies that limit participation in and completion of education programs and encourage wardens to limit the interruption of class time when scheduling the day-to-day operations of the prison.

- ODRC should require teachers to do quarterly assessments of students to determine whether reasonable progress is being made and to require that information regarding the education status of inmates be forwarded and considered in transfer decisions made by the Bureau of Classification.

- ODRC and the Ohio Board of Regents should continue to require that all colleges operating programs in Ohio prisons belong to the Ohio Penal Education Consortium.

- The Ohio Central School System should strengthen methods of monitoring the quality of teaching in prisons, using the information to further staff development efforts.

- ODRC should implement a staff development program for prison educators, which includes ongoing opportunities for practicing new teaching methods with coaching and feedback, in order to improve instruction to adult learners and more effectively respond to learning disabilities.

- The Ohio Central School System should implement a curriculum that addresses social skills and how inmates reason in social situations.

- The Ohio Central School System should further develop special education programs that would allow them to serve learning disabled inmates under 22 years of age.

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CHAPTER I
INTRODUCTION

This Legislative Office of Education Oversight (LOEO) report examines education programs in adult prisons operated by the Ohio Department of Rehabilitation and Correction. The report responds to general questions and concerns that have been raised by members of the Ohio General Assembly regarding what education opportunities exist in Ohio's prisons, for whom, and how prison education is funded.

Background

Ohio is now required to provide education opportunities to inmates in state prisons. Section 5145.06 of the Ohio Revised Code (effective October 5, 1994) expressly states that "[t]he department of rehabilitation and correction shall ... operate a school system ... to serve all of the correction institutions under its control. [E]ducational programs ... [shall be provided] for prisoners to allow them to complete adult basic education courses, earn Ohio certificates of high school equivalence, or pursue vocational training."

Prior to this legislation, the only legal mandates to provide education in prisons were a state requirement that education be made available to prison inmates under the age of 22 who had not graduated from high school (ORC 3313.64) and the federal requirement to provide special education to those who qualify and who are under the age of 22 (Public Law 94-142, reauthorized in the 1990 Individuals with Disabilities Education Act).

Statistics regarding the need for education in Ohio's prisons are compelling. They document that inmate populations are grossly undereducated, unskilled, and underemployed. Of the 21,000 individuals who entered the prison system in Ohio during 1992:

- 75% did not have a high school diploma or its equivalent;
- 40% read below a sixth-grade level;
- 65% were unemployed; and
- 60 to 80% had no marketable job skills.

According to the Correctional Education Association, the national professional association for prison educators, 75% of inmates in U.S. prisons are functionally illiterate, yet 90% of them are released into the community within five years without a change in their functional education level. These statistics are important considering estimates from the U.S. Department of Labor that 71% of jobs developed by the year 2000 will require post-high school preparation.

Recidivism, the rate at which former inmates return to prison, also indicates a need for education programs in the prison system. Research suggests that, for some inmates, education can play a vital role in the rehabilitative process.

The Ohio Department of Rehabilitation and Correction estimates that the recidivism rate for Ohio in 1993 was 41%. National figures ranged from 35 to 62%. Care must be taken when comparing recidivism rates, however, because studies define and measure recidivism differently. (See Appendix A for further information on recidivism research.)

Despite statistics documenting the need for education-related intervention in prisons, controversy exists regarding the role of prisons. Many individuals see prisons as solely for punishment, and do not accept any program designed to rehabilitate as a part of punishment. For some, education is seen as an advantage not always available to law-abiding citizens, and thus prison education does not seem a valid expenditure of public funds.

For others, prison is a place to change attitudes, and education is an important tool for bringing about this change. In their view, prisons must assist inmates in developing job and social skills that will increase chances for employment. Despite the controversy, education programs of varying designs are present in most correctional institutions in the United States today.

Methods

Data for this report were obtained from interviews with, and documents provided by, staff of the Ohio Department of Rehabilitation and Correction (ODRC), relevant reports from the federal government and other states' legislative agencies, and pertinent books and journal articles. LOEO conducted 56 interviews with a statewide random sample of wardens, school administrators, college coordinators, male and female inmates, and teaching staff of academic, vocational, and college programs. All prisons were included in the sample. Four site visits to Ohio prisons were completed; most of the inmate interviews were conducted during two of these visits. Appendix B provides a selected bibliography of documents used for this report.

LOEO gratefully acknowledges the assistance and cooperation of staff at the Ohio Department of Rehabilitation and Correction, especially staff of the Bureau of Education. In addition, LOEO would like to thank the education staff at the prisons, the Student Aid Commission, the Ohio Department of Education, the Ohio Criminal Sentencing Commission, the Ohio Penal Education Consortium, and the Ohio Association for Adult and Continuing Education.

CHAPTER II
PROGRAMS AND FUNDING

This chapter describes the education programs available in Ohio's prisons, as well as how they are administered and funded.

Inmates participate in education programs in 23 of Ohio's 24 state-operated prisons. The Correctional Medical Center, ODRC's hospital for inmates, does not currently provide education programs. Participation in education programs varies across prisons. In fiscal year 1993, participation ranged from 2 to 67%. Exhibit 1 provides information on the education programs available in Ohio prisons. The same programs are not available in all prisons.

Some prison programs may be considered education-related, but are not included within the scope of this study: substance abuse and sexual abuse treatment programs, recreational and religious programs, self-esteem and vocational awareness programs, and pre-release programs.

EXHIBIT 1
PRISON EDUCATION PROGRAMS*

Program	Grade levels served	Hours in session per student	Subjects Included
Adult Basic Literacy Education (ABLE)	1st to 6th grade reading level	3 hours per day	Math, reading, English, and spelling
General Education Development (GED)**	7th to 12th grade reading level	3 hours per day	Math, English, social studies, and science
Vocational	High school and adult	6 hours per day	Most common trades: building maintenance, carpentry, electrical, masonry, graphic arts, food production, auto mechanics, secretarial
College	1-year technical; 2-year associate; 4-year bachelor	6 to 15 hours per week	Most common: business management, accounting, human services technology

* Not all programs are available in all prisons.
** Inmates also can make special arrangements to complete the requirements for a regular high school diploma.

Extreme crowding in the prisons limits the space available for education programs. In 1993, Ohio's prisons housed approximately 38,000 inmates and were operating at 180% of capacity, the most crowded in the country.

In order to increase access to Adult Basic Literacy Education (ABLE) programs, ten prisons have established residential academic units, called literacy units. With this approach, inmate students are housed in the same unit where they receive instruction. Trained inmate tutors, also housed in the residential unit, instruct students under the supervision of a certified teacher.

Prison Crowding

The prison population has increased dramatically since 1973, much more than the crime rate. (See Appendix C.) According to the Governor's Office of Criminal Justice Services, several factors have contributed to the prison crowding problem:

- stricter sentencing laws were enacted in 1982 and mandatory sentencing for drug-related crimes began in 1989;
- the public's "get tough" attitude toward criminals has prompted judges to impose stiffer sentences;
- the granting of furlough, parole, and shock parole has declined in recent years, resulting in fewer inmates under supervision in the community; and
- the costs for prison construction have discouraged the expansion of the prison system, leaving fewer facilities for an increasing number of inmates.

Administration

The education programs in prisons are regionally grouped into eight "schools" within a school district referred to as the Ohio Central School System. Chartered by the Ohio Department of Education in 1973, the Ohio Central School System is subject to the same monitoring, rules, and regulations as other Ohio public schools. The Bureau of Education within the Ohio Department of Rehabilitation and Correction (ODRC) functions as the superintendent's office for the Ohio Central School System. The Bureau also coordinates prison education programs with the work of other divisions within ODRC.

Each regional "school" is staffed by a certified principal who is hired by and reports to the Ohio Central School System. The principal is responsible for the education programs of the regional school, including the evaluation of teachers. Each prison has a school administrator who is responsible for the day-to-day operations of that institution's education programs, but does not necessarily have an administrator's certificate from the Ohio Department of Education.

As a chartered school district, each of Ohio's prisons must also have a guidance counselor, a librarian, and teachers who are certified in their respective areas of teaching responsibility. These staff and the school administrator are civil service personnel of the prison, but work in cooperation with the regional principals and the ODRC Bureau of Education.

Prisons contract directly with one or more colleges or universities to provide postsecondary instruction on prison grounds. Instructors must meet the requirements of the Ohio Board of Regents and their respective colleges and universities. Colleges with more than 50 inmate students

must provide an onsite coordinator to assist with inmate applications, scheduling, and transfers. College programs operate independently from the Ohio Central School System. However, the Ohio Central School System retains the ability to review records of inmate students to determine compliance with various state and federal regulations regarding inmate eligibility.

The Ohio Board of Regents requires that all colleges and universities offering courses in Ohio prisons belong to the Ohio Penal Education Consortium for purposes of sharing information and increasing student articulation among member schools. Begun in 1977, the Consortium has 13 member colleges that meet regularly. Appendix D lists the Consortium's members, the prisons in which courses are offered, fall enrollments for school year 1992-1993, and the number and kind of degrees awarded.

Despite the availability of direction from the Ohio Central School System, individual wardens have considerable discretion in the operation of prison education programs. According to the Ohio Department of Education's 1991-1992 onsite monitoring report:

> [T]he amount of support of each school site is tied to the warden's budget. Many wardens are very supportive of the educational program and provide more than adequate staffing, books, and materials. A few have education as a lower priority in the filling of...open teaching...positions and replacing or upgrading needed teaching materials...[T]his site-by-site inconsistency in funding and support makes it more difficult to establish an educational program with the continuity of a total system approach.

Funding

Funding from state and federal sources provided an estimated $32.8 million for prison education in fiscal year 1993. Approximately 73% of these funds were from state sources and 27% from federal sources. In general, for non-college programs, state dollars are used for salaries and federal dollars for equipment and supplies. These sources determine, to a large extent, the education opportunities that are made available to inmates.

Exhibit 2 provides more detailed information on these funds, their sources, and the fiscal entities responsible for their administration. These figures were obtained from a number of different agencies and are estimated because ODRC does not budget education dollars separately. As noted in Exhibit 2, the Ohio Central School System administers 10% of the total funds for prison education programs.

The only state source of funding for prison education programs is the General Revenue Fund (GRF). ODRC receives a GRF allocation for the operation of prisons. However, none of this money is earmarked for prison education. ODRC allocates GRF money to individual prisons based on a staffing pattern and operating budget.

There is not a separate budgeting process for education programs. Funds for ABLE, General Education Development (GED), and vocational programs are included in the operating budgets of individual prisons, over which wardens exercise considerable discretion. In fiscal year 1993, the ODRC's education-related payroll was two percent of total GRF prison expenses.

EXHIBIT 2
FUNDING AMOUNTS AND SOURCES FOR PRISON EDUCATION PROGRAMS
(FISCAL YEAR 1993)

Source	Amount (in millions)	Percent of Total Prison Education Funds	Administration
*State General Revenue Fund:**			
ODRC appropriation	$11.5 [1]	35.0%	ODRC allocates to prison wardens
Ohio Instructional Grants (OIG)	$ 6.3 [2]	19.0%	Ohio Student Aid Commission to colleges providing courses in prisons
Student Choice Grants	$ 0.9 [3]	3.0%	
Instructional Subsidy-Postsecondary	$ 4.0 [3]	12.0%	Ohio Board of Regents to colleges providing courses in prisons
Vocational Unit Funding	$ 0.9 [4]	3.0%	Ohio Dept. of Education to Ohio Central School System
Special Education Unit Funding	$ 0.1 [5]	0.5%	
Other grants	$ 0.1 [5]	0.5%	
Federal:			
Pell Grants	$ 7.0 [6]	21.0%	U.S. Dept. of Education through Ohio Student Aid Commission to colleges providing courses in prisons
Other grants	$ 2.0 [5]	6.0%	U.S. Dept. of Education to Ohio Central School System
EDUCATION TOTAL	$32.8	100.0%	

* Prison education programs do not receive school foundation funds

1 ODRC report, 5/26/94
2 Estimated by Ohio Student Aid Commission
3 Estimated by LOEO
4 Estimated by LOEO from ODRC Revenue and Expenditure Report, fiscal year 1993
5 ODRC Revenue and Expenditures Report, fiscal year 1993
6 Estimated by the Ohio Penal Education Consortium

Through the Ohio Department of Education, ODRC also received GRF funding for 51 units of vocational education (10 high school units and 41 adult units) in fiscal year 1993. These funds were used primarily to purchase materials, supplies, and equipment for the 72 prison vocational classrooms. In addition, ODRC received 4.5 special education units and two small grants to support adult high school programming in prisons and GED testing.

One fifth of fiscal year 1993 funding for prison education came from federal Pell Grants. In addition to federal funding to colleges, ODRC received a number of federal grants designated for special purposes. For example, the Carl D. Perkins Correctional Set-aside provided funds to purchase vocational equipment. Elementary and Secondary Education Act Chapter 1 funds supported supplemental teachers to serve "educationally disadvantaged" inmates under the age of 21. The Library Services and Construction Act provided funds to purchase library books, equipment, and supplies.

Funding college courses. College courses provided to inmate students are funded by the state instructional subsidy, Ohio Instructional Grants (OIG), Student Choice Grants, and by federal Pell Grants. Eligible students must have a regular high school or GED diploma, demonstrate financial need, and be enrolled in an accredited undergraduate program. Inmates serving under sentence of death or under a life sentence without the possibility of parole are not eligible for assistance.

Ohio Instructional Grants are available only to full-time students who are within five years of release or review by the parole board, and for a maximum of ten semesters. Pell Grants are available to half-time students. Ohio instructional grants and Pell Grants are paid directly to the institution in which the student is enrolled and cannot exceed the total instructional and general charges (tuition). Pell Grants also may be used to purchase required books.

The maximum 1993 OIG award amount was $2,580 or $1,512 depending on whether an inmate was enrolled in a private or state-assisted college or university. The total number of persons who receive OIG awards is adjusted downward when the number of eligible students exceeds the funds available (ORC 3333.12). Therefore, the number of inmate students who apply for OIG assistance affects the overall number of students who receive awards.

Pell Grants supplement Ohio Instructional Grants. The maximum award amount was $2,300 for fiscal year 1993; anyone who was qualified was awarded a grant. Unlike Ohio Instructional Grants, the number of inmate students who apply for Pell assistance has no effect on the number of Ohio students who receive awards or the award amounts.

New federal legislation, passed in September, 1994, will eliminate Pell Grants for college students in prison, presumably beginning in the 1995-1996 school year.

CHAPTER III
INMATE STUDENTS AND TEACHERS

This chapter provides a description of the inmates in Ohio's prisons and the way in which they can gain access to education programs. It reports the number of inmates involved in the various education programs and includes a profile of the teaching staff and their orientation and training.

Over 20,000 new inmates enter the Ohio prison system each year, one half of the total population. The prison to which an inmate is assigned will largely determine the education opportunities that are available to him or her. Inmates are assigned to a prison by the Bureau of Classification after the Bureau has determined their security classification. Appendix E provides information on the location, size, and security level of Ohio's prisons.

General Profile of Ohio Inmates

- male (93%)
- under 32 years of age
- 54% are African-American, 44% European-American, 2% other origin*
- has a drug or alcohol problem
- reads at a seventh-grade level
- no marketable job skills
- no consistent employment history
- has dependent children
- resided in one of the six largest Ohio counties
- committed for robbery, burglary, murder, and drug trafficking--3rd and 4th degree felonies
- serving first prison term (60%)
- serving a fixed sentence of less than two years

* as of 12/08/93

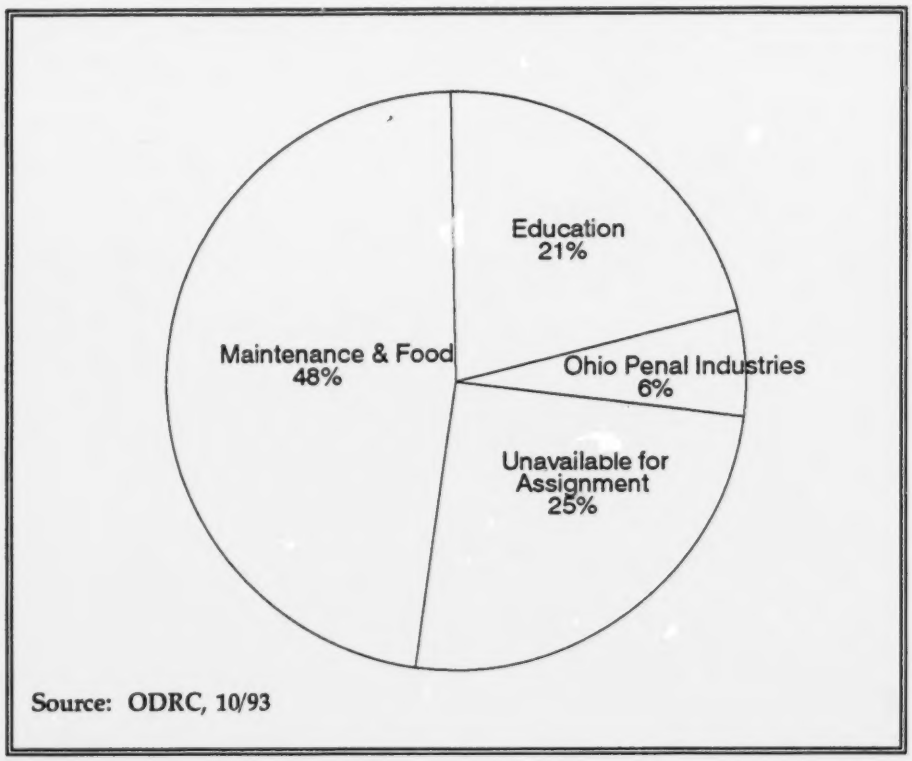
The length of time an inmate serves in prison also affects the opportunities for education. In 1992 the state prison system released approximately 20,000 inmates, 12,000 of whom had served a sentence of one year or less. Some stayed in a state prison for only a matter of weeks. Of the 12,000, approximately half spent six months or less, and 1,500 were in for 90 days or less.

Inmates serving short terms frequently cannot take full advantage of prison education, work, and other rehabilitation programs. For example, a prisoner with a one-year sentence may spend six months in a reception center because of crowding. By the time he gets to his assigned prison and places his name on the waiting list for an education program, he might not be able to participate before he is released.

Once sent from the reception center to the parent institution, inmates receive a "job assignment" for which "pay" is received. The job assignment can be to participate in an education program. Education pay ranges from $16 to $20 a month depending on an inmate's security classification. According to the ODRC, job assignments, including education, are the principal tool to reduce idleness, and therefore, to reduce potential violence or escape.

Statewide, an estimated 48% of inmates are occupied with institution maintenance and food service, 21% with education, 6% in Ohio Penal Industries, and 25% are unavailable for assignment because they are preparing to enter or leave the system, or for medical or disciplinary reasons. Exhibit 3 compares the percentage of inmates in education job assignments with other job assignments.

EXHIBIT 3
PRISON JOB ASSIGNMENTS:
PERCENT OF INMATES IN EDUCATION



Source: ODRC, 10/93

While over 8,000 inmates (21% of the total prison population) participate in education programs in any given month, an estimated 50% are involved with the education program sometime during the year. Policies for participation in education programs differ across prisons. Some prisons require inmates to rotate out of education assignments; others allow inmates to continue as long as they are not disruptive or are making progress.

Waiting lists exist for ABLE, GED, and vocational programs in all prisons, amounting to about 11% of the state's inmate population. Waiting lists in individual prisons range from five percent to 22% of a prison's total inmate population.

Inmates between the ages of 15 and 21 have priority in prison education programs, in part because of the rules associated with current funding sources. Approximately six percent, or 2,400 inmates, are under 21 years of age.

ODRC policy mandates enrollment in ABLE or GED classes for at least 90 days for inmates under 21 who have not completed a regular course of high school instruction, or who have not received a diploma. Participation for 90 days is also mandatory, space permitting, for any inmate, regardless of age, who reads below a sixth-grade level.

Approximately 90% of mandatory inmate students choose to continue beyond the 90 days, according to ODRC. Some type of mandatory participation in education for inmates with low literacy skills is required in all but eight states in the country.

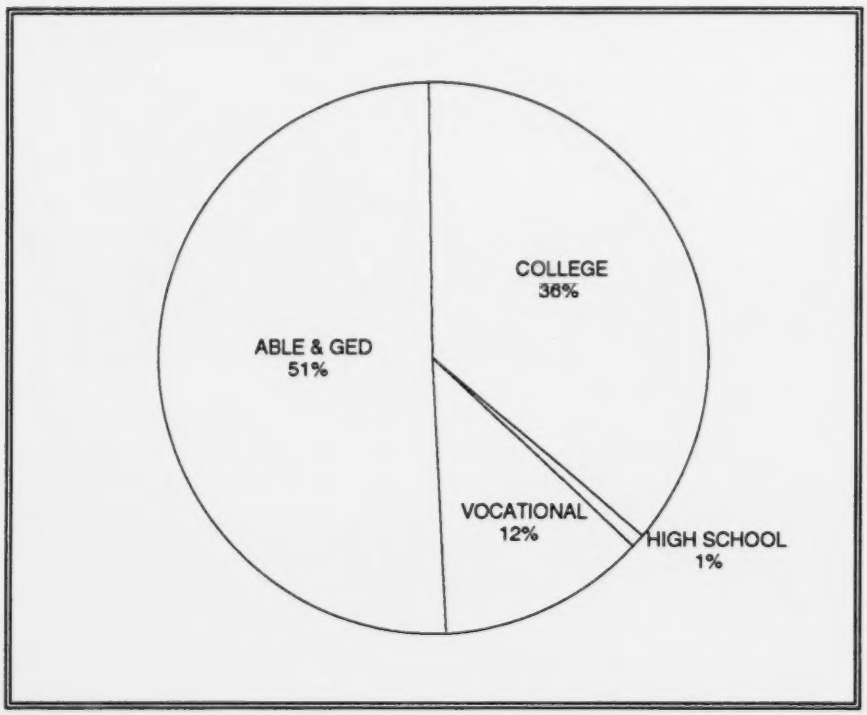
Interested inmates who are not mandated to participate in an education

program may contact the onsite guidance counselor or school administrator to voluntarily enroll in ABLE, GED, vocational programs, correspondence courses for high school credit, or college courses.

Inmates interested in ABLE, GED, and vocational courses are placed on a waiting list and those who have been on the waiting list the longest and are closest to release or parole are enrolled when space becomes available. The selection process for these programs also considers an inmate's race or ethnicity; programs must reflect the composition of the prison's total inmate population.

The opportunity to participate in education is limited by the programs available. In general, there is room in college courses for all interested and eligible inmates while non-college programs have waiting lists. Over one third of the inmates who participate in education are attending college, despite the fact that most of the prison population does not have a high school education. Exhibit 4 compares the portions of inmates enrolled in college, vocational, and GED and ABLE classes in fiscal year 1993.

EXHIBIT 4
PERCENT OF INMATES ENROLLED IN VARIOUS EDUCATION PROGRAMS IN FISCAL YEAR 1993



Inmates are enrolled in college-level courses based on the results of placement tests; many inmate students are initially placed in remedial classes. Credits earned in remedial classes, however, are not transferable to other colleges, and thus not useful for earning a degree. This is particularly salient because inmates' security classifications may change several times

during their incarceration, which causes multiple transfers to other prisons.

Ohio's inmate population includes a disproportionate number of individuals who are learning disabled in some way, an estimated 50 to 80%. The only special education programs provided by the Ohio Central School System are for males under 22 years of age, and most of these are for inmates who are developmentally handicapped (mentally retarded). Located in the Southeastern Correctional Institution in Lancaster, this program had 4.5 special education units allocated to the Ohio Central School System by the Ohio Department of Education in fiscal year 1993.

Beyond the program at Southeastern, there are only two teachers in the correction system with certification in special education. There are no special education programs in women's prisons. All other inmates with special education needs are taught by prison educators who are not certified in special education.

Teachers

There were 292 education-related staff employed by the ODRC in fiscal year 1993, including teachers, guidance counselors, librarians, aides, and administrators. This represented four percent of the total number of ODRC employees. An additional 345 instructors were employed through private and state-assisted colleges and universities to teach inmates.

Teachers must be certified in their respective subject areas of teaching responsibility. There is no requirement for training or experience in adult education or special education except for teachers in the special education programs at Southeastern. Teachers' salaries are reportedly comparable to starting salaries of the public school system ($23,000), however, prison educators must teach year round.

Recruiting and maintaining teaching staff reportedly is not a problem in most prisons. In the women's prisons, however, maintaining teachers is reported as a serious problem. Principals and school administrators statewide commented that recruitment of racial and ethnic minority staff is difficult because of the rural location of many prisons. ODRC reports that the percentage of minority correction staff had risen to 18% in 1993, but they could not identify the percent of minority teachers.

Newly hired prison educators are required to attend a four-week orientation session along with other new ODRC employees at the department's training academy at Orient. College instructors are not required to attend the training academy orientation, but receive a separate, briefer orientation to the prison system.

The Ohio Central School System provides inservice training opportunities to prison educators on education and correction issues. These opportunities include one- or two-day regional inservice sessions, the annual meeting of the Ohio affiliate of the Correctional Education Association, and annual ABLE and vocational conferences. In addition, vocational teachers with temporary certificates are provided training at The Ohio State University which enables them to become fully certificated.

The Ohio Central School System encourages all teachers to enroll in special university courses developed for prison educators. These courses are intended to advance the knowledge and skills of teachers working with incarcerated adults and can be used, along with inservice sessions offered by the Ohio Central School System, to fulfill teachers' continuing education requirements necessary to maintain certification.

CHAPTER IV
EFFECTIVENESS OF PRISON EDUCATION

This chapter describes the effectiveness of prison education programs. It considers their effect on recidivism and employability and reports the number of inmates who have completed an education milestone. It summarizes LOEO respondents' views on how education has affected inmates' skills and attitudes. Conditions that help or hinder learning within prisons are also described.

Recidivism and employability

A common expectation for prison education programs is that they will reduce the likelihood that an inmate will return to prison; that is, they will reduce the rate of recidivism. The role of education in reducing recidivism has been explored in a number of studies in this state and others.

These studies provide some evidence that higher levels of education are related to lower recidivism rates and that completion of an education program further increases inmates' chances of staying out of prison. Many of these studies also identify factors other than education that influence whether an inmate returns. These factors include substance abuse treatment, family support, family counseling, participation in community service programs, improved self-esteem, and maturing in age.

LOEO respondents confirmed the research findings that education is one of many forces affecting whether a person returns to prison. Education in prison can bring about some changes in the person. Whether these changes are enough to prevent a return to prison depends on many other personal conditions, especially getting support from family and avoiding negative influences. As one inmate stated, "I have to stay away from boozes, bars, and bad people."

Therefore, recidivism must be considered when assessing the effectiveness of prison education programs, but it is unrealistic to expect that such programs can undo all the other influences on an inmate's life. An intermediate step in assessing the effect of education on rates of recidivism is to consider whether education increases inmates' chances to become employed. Much of the recidivism research suggests that inmates' chances of reintegration into society are increased if they become employed after release.

Approximately 88% of the inmates interviewed by LOEO believe that the education programs in prisons will help them get a job. School administrators, teachers, and wardens emphasized the importance of education in employability after release. "If you believe that more education equals better chances of getting a job for individuals outside, then it would have to be true inside," said one warden.

However, the Ohio Department of Rehabilitation and Correction has not systematically collected any data on post-release employment or subsequent arrests or convictions of inmates who participated in education programs during their incarceration. Consequently, the effect of its education programs on employment and recidivism is not known.

Participation and completion

The only ongoing data ODRC collects regarding the effectiveness of prison education is the number of inmates participating in and completing the various programs. Approximately 50% (19,905) of the total inmate population was involved in education over the course of the 1992-1993 year, as inmates rotated in and out of programs, were transferred, or were assigned to other prison jobs. In any given month, approximately 21% of inmates were enrolled in classes.

Exhibit 5 reports the number of inmates earning an ABLE certificate, GED or high school diploma, vocational certificate, one-year technical, and two-year associate, and four-year bachelor degree in fiscal year 1993. A total of 24% of all non-college students completed a program. In addition, 12% completed a college technical certificate or degree. The ODRC does not report data on the percentage of inmates who complete programs while incarcerated.

EXHIBIT 5
INMATES COMPLETING EDUCATIONAL PROGRAMS IN PRISON (FY 1993)

Program	Cumulative Enrollment	Number Completing	Percent Completing of Those Enrolled
ABLE and GED	10,487	2,231	21%
Vocational	2,171	867	40%
Non-college subtotal	12,658	3,098	24%
1-year technical	1,689	246	15%
2-year and 4-year	5,558	651	12%
College Subtotal	7,247	897	12%
TOTAL	19,905	3,995	20%

Inmate and staff views

LOEO asked randomly selected inmates, teachers, school administrators, college coordinators, and wardens about the effect of education programs. Inmates reported that education had changed their attitudes towards themselves and their futures, and provided job skills. They spoke of now having the internal motivation to get an education as a way of changing their lives, "...it gives us all hope." Some of those in basic literacy and GED programs spoke of their plans to take college courses. Many inmates expressed concern over the future of the college programs in prisons.

Exhibit 6 describes inmate responses to the question of what they could do now that they could not do before enrolling.

EXHIBIT 6
INMATE LEARNING

"What can you do now that you could not do before you took prison education classes?"

ABLE Students

- "I can read!"
- "Before I was reading at a third-grade level, now I know that I have come up a little because I can read better without stumbling over words."
- "I can do my divisions. I can do my subtraction. I still need a little help on the times-tables."

GED Students

- "I think about what I want to do--I have goals now. I can take time to focus."
- "I couldn't do this before; there were too many distractions. I believe in myself. I can help others because I know things now."
- "I couldn't read or write a letter before...I was told I was illiterate. Now I've read every book that Sidney Sheldon ever wrote."

Vocational Students

- "Fix a shoe, read a ruler, hold a job. Before I took this class I couldn't hold a job."
- "Put up drywall, make foundation for houses, use saws, make cuts, angles, correctly use a tape measure, ... and work with other people."
- "I can now go to a perspective employer and say I can do this. I can show an employer my ability and initiative."
- "Read blueprints, construct a building with various types of blocks and bricks. Lay concrete...accept responsibility, delegate work assignments."

College students

- "College taught me to look at things from two sets of eyes. Before it was only my point of view. Now I can look at things from someone else's point of view; from both sides of an issue."
- "I think clearer. I'd like to think that is because of education, but I also had a substance abuse problem. I am away from it now. I feel there is nothing I can't do now. This is different from when I arrived. College has given me objectives."
- "Lots of stuff. I learned algebra. I'm proud of myself. ...I learned about business, communication skills, including writing, data entry, filing and accounting."

Staff respondents all considered their education programs to be effective. They discussed effectiveness in terms of the number of inmates participating in and completing programs, classroom test scores, skill attainment, and changes in attitude. Only vocational teachers talked about the need to do follow-up with ex-inmates in order to assess the effectiveness of their programs.

Wardens considered programs effective because "education inmates don't get into trouble," and "you can watch the skill levels go up." College coordinators described changes in inmates: "you can watch them grow up," "they will act and speak differently... the subjects they talk about will be different," "his purpose for education changes from [pleasing the] parole board to [having a] career," "guys get serious about what they're doing and they make better choices."

School administrators included as a measure of effectiveness the number of inmates waiting to enroll in classes. They also noted that it was "the quality of teaching staff...good teaching and good teachers" that made programs effective. "Sometimes you see a real attitude change...some [inmates] get real excited about getting their GED...makes it all worthwhile."

Conditions that help and hinder learning

A number of conditions within the prisons influence the effect education programs will have on inmates. Some of the conditions are inherent to a correctional institution and cannot be changed. Others reflect the variation in staff support for education. LOEO asked all groups of respondents to describe conditions that helped and hindered the learning process.

Prison environment. The prison environment was cited frequently as a condition that hinders teaching and learning. Classroom interruptions were the most frequently mentioned barrier by teachers, school administrators, college coordinators, and inmates. Scheduling of commissary time, passes for medical and dental appointments, visitors, early or delayed meal times, lock downs, and "fog alerts" were most often mentioned as reasons for inmates not coming to class, arriving late, or leaving early. As a school administrator described, "One could write a book on everything more important than a three-hour block of education."

In general, program space was not designed with education in mind. The ODRC reports that the design of some of the new institutions involved educators. Crowding limits not only the number of students who can participate but also makes effective instruction difficult. In some prisons, 20 to 25 students sit shoulder to shoulder in inadequately lighted and poorly ventilated spaces. In others, four or five classes may share the same space with only room dividers to separate them. Noise levels make teaching and learning difficult.

Students and teachers often mentioned the difficulty in finding quiet places to study in prison. Being housed with and sharing a classroom with some inmates who do not want to learn was a frequently mentioned barrier to learning: "You try to better yourself and guys with no hope left in their lives criticize you for trying to do something...other guys have given up."

The prison environment was also cited frequently as a condition that helps student inmates to learn. Inmates have fewer distractions, more time, and more rules in prison than in their lives before prison. One inmate recounted, "Most guys say they never read a book until they came here." "In the free world, there is no time for school because I'm caring for kids and working," said another. "All these guys are easily led and easily distracted," said one administrator, "the things that stimulate out there are not here...they can focus here."

Teaching materials. Teachers, school administrators, and inmates mentioned the need for books and materials that were more accessible and up-to-date. Teachers reported difficulty getting teaching materials into the prison and often defaulted to using outdated materials that had already gone through the prisons' screening and approval process.

Staff. The high quality and dedication of teaching staff were frequently mentioned by inmates, school administrators, and wardens. Students value teachers and inmate tutors who "take time to help." Some of the inmates mentioned the importance of teachers who "sit and explain things and don't talk to you any kind of way because you are an inmate." One school administrator commented on the professionalism of staff and said, "The teachers do an excellent job with the tools they have at hand, which in some prisons are not very much." "I'd like to be like him," said a vocational student about his teacher.

Staff also reported that, "People in administrative positions go that extra step to try to help [education]." "The prison supports education...a good spirit of teaming..."

In contrast, teachers and correctional officers were also said to make it difficult to learn. Several inmate students said that teachers do not give individual attention or "they're just here to get a paycheck." Inmates also reported that some correctional officers make it difficult to learn because of arbitrary enforcement of rules that prevent inmate students from participating in class. One inmate student said, "If [the students] have too many books in their cell, the guards make you send them home."

Teachers and school administrators reported that some correctional officers and wardens are antagonistic toward education. Some of this may be attributed to the fact that as many as 600 ODRC employees (8%) do not have a high school diploma.

As described by one school administrator, "Education is the weak sister—the last brought on. Correctional people don't see reasons to educate guys like this, especially college." Teachers in some prisons reported that correctional officers prevent students from attending class or do not provide passes needed to excuse the students from penalties for missing class. Twice it was mentioned that wardens "will pull books [from the library] and then teachers are questioned and challenged... the library was closed one time."

CHAPTER V
LOEO FINDINGS AND ANALYSIS

This chapter provides LOEO's compilation and analysis of the factors that shape the education programs in Ohio's prisons. It focuses especially on the factors that influence the effectiveness of these programs.

Since the 1973 chartering of the Ohio Central School System, ODRC has made continuous progress in the development of prison education programs. All but one of the 24 prisons now have education programs, the exception being the hospital for prison inmates. There are a number of factors, however, which limit the effectiveness of these programs in changing the skill levels and attitudes of inmates. Some of the factors are inherent to a correctional institution and cannot be changed. Others require attention from the ODRC and the Ohio Central School System.

Crowding and need for security

Ohio's prisons operated at 180% of capacity in fiscal year 1993. This extreme crowding and the need to maintain a secure environment at all times are the two factors that LOEO has determined most affect prison education programs. The logistical tasks of arranging for space, personnel, materials, and time in the day are compounded when there are more inmates than facilities and programs were designed to accommodate. The need to be accountable for the location and behavior of inmates at all times also influences the scheduling and daily routines of education classes.

Limited system-wide commitment

Although education programs are operated in almost all prisons, there is limited department-wide funding, administrative support, and planning for them. Providing a wide range of programs is reported as necessary for reducing idleness and increasing the opportunity for inmates' rehabilitation, yet departmental commitment to education programs is limited.

Funding. ODRC has not designated a portion of its budget for education programming. The amount of money spent for education programs is not accounted for separately in the ODRC budget or in the budgets of individual prisons.

ODRC's commitment to education programs is dependent on the funding available from isolated funding sources. Which education programs are offered and the number of inmates who may participate largely depends on whether there is a separate source of money available to support the programs.

For example, because there have been federal Pell Grants available to inmates, local universities offer degree programs in prisons. As another example, a percentage of federal vocational funds is set aside for use with inmates, resulting in well-supplied vocational classrooms. In contrast, the programs providing basic literacy and high school diplomas have difficulty getting appropriate and sufficient materials.

Administrative support. ODRC does not expressly include education in its departmental mission statement, even though administrative and education staff interviewed by LOEO report that education programs are seen as a necessary part of operating Ohio's prisons.

As a result, wardens vary in their support for education. LOEO interviews revealed wardens' views ranging from:

> My main duty is controlling large numbers of dangerous persons and to do it without violating their rights. Educating and making them good citizens is not my primary responsibility....We are not in the "change" business.

to:

> I think we are more than a warehouse. We prepare them for work in society. Education here is an opportunity to improve minds and work skills....For many of these guys [education is] the only thing they have done right in a while.

Variation in support from wardens can limit inmates' access to some educational opportunities. For example, in some prisons inmates are not allowed to have college education as their sole "job assignment." Inmates interested in college must fulfill another prison work assignment as well. Prisons that serve women offer different education opportunities than those that serve men.

The Ohio Central School System is chartered by the Ohio Department of Education to run prison schools and is accountable for education programs. Yet this ODRC bureau has little control over the operation and funding of education. As noted, the Ohio Central School System oversees only 10% of the ODRC dollars spent on education. Another 35% is administered by wardens and the remaining 55% by colleges and universities.

The Ohio Central School System is dependent on wardens to financially support education programs, facilitate their operation, and fill teaching positions. Wardens have considerable discretion over education programs within their institutions. In the process of developing staffing patterns that are the basis of a warden's proposed budget, teaching positions may be added, deleted, or left unfilled. Each warden determines the level of funding for classroom supplies and equipment. They also determine the number of hours per day inmates spend in class. Long delays in allowing teaching positions to be filled and approving supply and equipment requisitions were reported as common to some institutions.

Planning. ODRC does not systematically design its education programs with the education needs of its inmates in mind. For example, an estimated 75% of inmates enter prison without a high school diploma or marketable job skills, yet only 21% of inmates are enrolled in education, and over a third of these are attending college. An estimated 50 to 80% of the inmates are learning disabled, yet few teachers are hired or trained to address these needs. Many inmates will be in prison for only a short time, yet basic literacy and GED classes meet for only three hours per day and waiting lists limit access.

There are only two department-wide policies related to education, one that mandates a 90-day enrollment in education for inmates who read below a sixth-grade level, and another that assures nondiscrimination in prison education programs. LOEO interviews revealed a great deal of confusion over education practices allowed by individual wardens or the Ohio Central School System.

Education practices in prison are contradictory. For example, some respondents said that all teaching applicants must be screened by the Ohio Central School System; others said such screening must be done by

individual wardens. Some respondents said that teaching science for GED preparation was not allowed; others said that science laboratories were not allowed but that they were, in fact, offering science instruction.

Although ODRC counts the number of students participating and completing, it has no ongoing evaluation of the effectiveness of its education programs. Individual teachers may monitor student progress, but there is no department-level requirement to regularly assess inmates' academic achievement. The ODRC has not systematically collected data on post-release rates of employment and recidivism for inmates who participated in education programs. If such information were available, it could feed into an ongoing planning and improvement process.

The Ohio Penal Education Consortium and the Ohio Central School System have jointly funded a study proposed by Wilmington College of Ohio. This study will be completed in September 1995, and examines recidivism rates of parolees across Ohio who participated in postsecondary, vocational, and GED programs while incarcerated. Inmates released without parole (the majority of those released) are not included in this study.

Emphasis is on participation, not completion

In general, prisons focus on inmates' participating in, rather than completing, educational programs. In keeping with the need for security, prison staff often view education programs solely as a means for managing a large inmate population. As a result, education programs must operate around other prison activities. For example, in one prison, education was described as "a backdoor/backseat operation," receiving little support from prison administration.

As noted, interruptions of class time are frequent, giving the sense that every other activity has priority over learning. Rotating inmates in and out of programs regardless of how close they are to completing an education milestone also puts emphasis on attendance over achievement.

In addition, learning is interrupted with inter-prison transfers. Current ODRC procedures do not require that education status be considered in transfer decisions. Inmates who are transferred to other prisons when their security classification changes frequently must begin the enrollment process again. ABLE, GED, and vocational students are placed on a waiting list and college students must apply to a new college and wait for the start of a new quarter. This is true even for the many inmates serving a sentence of 12 months or less.

Participation alone is not enough to increase inmates' chances of staying out of prison in the future. The available research on recidivism indicates the importance of earning a college degree, vocational certificate, or to complete some other education milestone. (See Appendix A.)

Completion is also associated with changing inmates' attitudes about themselves and their ability to have a different future. Being able to finish something is associated with a feeling of self-worth and pride. As expressed by one inmate, "When you stick with something long enough to complete it, you have a feeling of satisfaction within yourself...pride." Another stated, "Learning gives you a sense of accomplishment."

As noted, even though 50% are involved in education programs over the course of a year, only 24% of inmates who were involved in ABLE, GED, and vocational programs in fiscal year 1993 completed those programs.

Lack of adult teaching methods and materials

Adults with a history of failure in traditional schooling require alternative approaches to instruction. The adult education literature emphasizes that for such students to be successful, teachers must design lessons with adults in mind. That is, instructional approaches and materials need to be built upon adult experiences, responsibilities, and ways of learning. For example, students could learn to read using a book on parenting written in simple text. They could learn to write by having teachers help them write letters home rather than filling out worksheets on capitalization.

ADULT LEARNING PRINCIPLES

- instruction is oriented toward adults, relevant to life roles in and outside of prison, including work and parenting
- learning disabilities are assessed and addressed
- curriculum content is integrated to solve complex, real-life problems, not made up of isolated, fragmented skills
- students participate in formulating their learning goals
- instruction individualized to students' needs, past education experience, interests, and purpose for participating in education programs
- instruction accommodates different learning styles, visual, auditory, or kinesthetic
- feedback is given to students on their progress; rewards, praise, or other positive reinforcement are provided
- there are many interactions between teacher and students

LOEO gathered information about the teaching methods used in the prison system through 17 interviews with teachers, 24 interviews with inmates, and site visits to 12 classrooms in two prisons.

LOEO found that vocational classes and college classes were better oriented to teaching adults than ABLE and GED classes. Vocational teachers were more engaged in introducing tasks, providing explanations, drawing on real-life experiences, and giving feedback and positive reinforcement. In the classes observed, instruction was provided using a variety of materials including textbooks, videos, and worksheets, as well as the hand tools, machines, and raw materials necessary for a given trade. Vocational students' learning tasks were directly related to the trade being studied. They were focused on acquiring job skills through hands-on practice, as well as acquiring the personal skills and attitudes that lead to successful employment.

In contrast, the teaching methods used in the ABLE and GED classes did not apply adult learning principles. In the classrooms observed, most instruction was provided through the silent completion of worksheets geared to the interest level of junior high students or younger. Learning tasks focused on isolated skills rather than integrating knowledge and skills to solve real-life problems. With the exception of two of the 12 classrooms, the teachers did not offer explanations, examples, feedback, or positive reinforcement. Teachers let the materials carry the instructional burden and helped only when students got stuck.

In ABLE and GED classes, there was no observed accommodation for individuals in the way a lesson was delivered or in the nature of the assignment given to the student; that is, learning styles and learning disabilities were not considered in instruction. "Individualization" of instruction meant only that in some classes students were allowed to move through the same

worksheets and GED workbooks at different paces.

In contrast to prison educators, teachers of adults in community-based education programs consistently use adult learning principles to develop lesson plans and provide instruction. Based on their assessment of students' learning styles, teachers typically organize a three-hour class period to include:

- one hour of independent study, using materials self-selected by students;
- one hour of teacher-led instruction, especially suited to students who learn visually and auditorily; and
- one hour of collaborative, small-group work, accommodating those who learn best by talking and active involvement.

Prison educators reported that information regarding individual inmates is not routinely provided and initial assessment information is limited to inmates' scores on standardized reading tests; some teachers receive only a name and number. More detailed information about an inmate would enable teachers to individualize instruction; to use inmates' work background or interests as illustrations, and to help place the student with an inmate tutor who may share a common interest.

Incomplete curriculum

Clearly, inmates vary in terms of their literacy and job skills. They do have one characteristic in common, however. The research literature describes inmates as having a common deficit in social skills, especially their ability to reason in social situations. The skills inmates need to acquire in order to stay out of prison are not simply literacy and vocational training. Research describes effective education programs as also providing explicit teaching and practicing of the social skills of self-control, conflict resolution, empathy, and cooperation. The Canadian penal system has used such a curriculum since the late 1980s.

Inmates need help with how they think about social situations. They need to be able to link their behavior to a consequence, to develop alternative perspectives about an event, to evaluate their attributions regarding why something occurred, to stop and think before they act, and to consider the thoughts and feelings of other people.

Although the Ohio Central School System has implemented a graded course of study for its ABLE, GED, and vocational programs, the development of social skills is not part of its current curriculum. Some aspects of a new curriculum being piloted begin to address the social development of inmates. More work is needed, however, so teachers are skillful and comfortable in expanding their classes beyond traditional academic subjects to include explicit teaching of social skills.

Insufficient staff development for teachers

To effectively teach inmate students, teachers must be knowledgeable not only in the curriculum content, but also in adult teaching methods and methods used for inmates with learning disabilities. LOEO asked teachers and college instructors about the kind of preparation they have obtained for their work with inmate students. Almost all prison educators interviewed reported that they have received training through the prison system regarding awareness and understanding of different cultures, races, and backgrounds.

One third of the prison educators interviewed reported no training on teaching methods to use specifically with adult learners, and no training on how to recognize and accommodate different types of learning disabilities. Another third reported they had some exposure while in college to teaching methods for adult learners and those with learning disabilities. Few reported receiving information from ODRC inservice training sessions. "Much of the information we get [in inservice sessions] is about children," reported one teacher. "The problem with guest speakers is that they don't know our special needs," commented another. "The training is geared for teachers with higher functioning students. We need help teaching the really low-functioning guys."

According to the Ohio Association of Adult Continuing Education, staff development that incorporates follow-up with teachers to reinforce and further improve teaching methods is preferred to one- and two-day information gathering conferences. Staff development techniques that most promote lasting changes in teaching methods include opportunities to watch others demonstrate new methods, to practice the new methods while being coached, and to discuss the new methods with other teachers on an ongoing basis. Training techniques similar to those used in community-based, adult education programs would enable prison educators to more effectively meet inmate needs and would encourage the practice of more effective methods.

During its various inservice training opportunities, the Ohio Central School System has offered information sessions on learning disabilities and the adult student. This approach, however, has not provided teachers sufficient knowledge and skills to make the necessary changes in teaching methods. ODRC's current staff development efforts do not include follow-up with teachers or the observation of teaching practices in classrooms.

CHAPTER VI
CONCLUSIONS AND RECOMMENDATIONS

Given that education programming is useful for both maintaining security in prisons and helping inmates prepare for reintegration into society, it is important that such programs be effective. The following recommendations are intended to enhance the effectiveness of ABLE, GED, vocational, and college programs in prisons without compromising security functions of prisons. LOEO believes that many of these recommendations can be accomplished with a reallocation of existing resources, primarily by having current ODRC staff give their attention to these concerns.

Improve system-wide commitment to education

The current array of education programs in Ohio's prisons does not appear to be the result of a systematic attempt to meet the education needs of inmates. There is no plan for education that incorporates explicit goals or expected outcomes of programs.

To increase the effectiveness of prison education programs,

LOEO RECOMMENDS:

- ODRC revise its mission statement to expressly include education.
- ODRC continue to provide the full range of education opportunities to meet the full range of inmate needs, including ABLE, GED, vocational, one-year technical, and two- and four-year college degree programs. Because of recent federal legislation, additional state funds will be required for post-secondary prison education programs.
- ODRC develop a system-wide plan that focuses on the education needs of inmates, especially the 75% of inmates without a high school diploma and the 50 to 80% of those with learning disabilities.
- ODRC stabilize and provide a system-wide focus to its funding of education programs across prisons, basing the allocations on the needs of the inmates.
- ODRC hold both the wardens and the Ohio Central School System accountable for the success of prison education programs, especially for the percentage of inmates who complete an education milestone.
- ODRC expand education programming and access in women's prisons to ensure comparability with that available in men's prisons.
- ODRC develop a department-wide system for measuring ongoing student learning as well as the effect of educational programs on post-release employability and recidivism.
- ODRC develop opportunities for prison employees to further their own education, including earning a high school diploma and college degree.

- ODRC expand the scope of its policy on mandatory education to include inmates up to the age of 22, in order to be in compliance with current state law.

Focus on completion, rather than participation

While one half of Ohio's prison population is involved in education--counting all the inmates who rotate in and out of programs in a given year--few complete them. In fiscal year 1993, only 24% of the students working toward an ABLE certificate, high school diploma, or vocational certificate completed the programs.

Although research on recidivism is not definitive, one of the conclusions that can be drawn is that it is the completion of a high school diploma, job training, or a college degree that influences whether an inmate returns to prison. Completion increases inmates' sense of accomplishment and improves self-esteem. Completion also is related to the employability of inmates after leaving prison.

To improve the likelihood that inmates will learn enough to complete an education milestone while attending prison education programs,

LOEO RECOMMENDS:

- ODRC review the appropriateness of all policies that limit participation in education programs, including those that require inmates to rotate out of ABLE and GED classes and those that prevent inmates with work assignments from participating in college programs.

- ODRC encourage wardens to consider the need for uninterrupted class time when scheduling the day-to-day operations of the prison.

- ODRC expand the number of hours students attend ABLE and GED programs from the current three hours per day. Although this may require additional resources, more uninterrupted learning time for short-term inmates will enable them to complete their education.

- ODRC require teachers to do a quarterly assessment of each student to determine whether reasonable progress is being made toward an education milestone. This could be done, for example, by setting up learning contracts between inmates and teachers as currently practiced in some prisons. Students not making progress or showing no interest in learning should not be allowed to participate during the next quarter, thereby making room for interested students and emphasizing the department's commitment to learning.

- ODRC require information regarding the amount of time remaining for an inmate to complete an education program be forwarded to the Bureau of Classification for consideration in prison transfer decisions.

- ODRC and the Ohio Board of Regents should continue to require that all colleges operating programs in prisons belong to the Ohio Penal Education Consortium to facilitate inmates continuing their progress toward a degree when they are transferred from one prison to another and after they are released.

Improve instruction

Inside the ABLE and GED classrooms, education programs are not as effective as they might be. Other than a reading test score, little assessment information is provided to teachers. Teaching strategies have not been adapted to the specific learning needs of an adult prison population. The curriculum, though standardized across the state, does not include training in social development. Materials and supplies for appropriate and effective classroom activities are not available in many institutions.

To make the ABLE and GED classes more effective in facilitating learning for inmates who have failed at traditional schooling,

LOEO RECOMMENDS:

- ODRC implement a staff development program for prison educators to teach them how to assess and respond to learning disabilities as well as how to effectively instruct adult learners. Such a program would offer more than isolated information sessions; it would include ongoing opportunities for practicing new techniques with coaching and feedback.

- ODRC develop a procedure for providing relevant background information on new students to teachers to assist them in developing more effective and personalized lessons. Such information should include any formally assessed special education needs.

- Ohio Central School System should implement a curriculum that addresses social skills and how inmates reason in social situations. The curriculum offered by the Canadian penal system provides a model for consideration. In addition, Ohio Central School System staff could consult with adult educators within the Ohio Department of Education and the Ohio Association of Adult Continuing Education to be sure that the revisions under consideration in the academic portion of the curriculum are tailored to the needs of the prison population.

- Ohio Central School System acquire and distribute appropriate instructional materials for adult learners, and facilitate teachers bringing relevant materials into the prisons for specific lessons.

- Ohio Central School System strengthen methods of monitoring the quality of teaching in prisons, using this information to further staff development efforts in the areas of adult learning principles, learning disabilities, and the teaching of social skills.

- Ohio Central School System further develop special education programs that would allow them to serve learning disabled inmates under 22 years of age.

APPENDICES

APPENDIX A
RECIDIVISM RESEARCH

In 1993, approximately 41% of Ohio's prison population had been in prison before, according to the research division of the Ohio Department of Rehabilitation and Correction (ODRC). Individuals who are imprisoned more than once make up the "recidivism" rate for Ohio.

LOEO examined 13 studies of recidivism completed between 1985 and 1993. Although other compilations of recidivism literature have been completed, LOEO's review focused on studies recommended by the National Correctional Education Association and the ODRC. We analyzed each study's sample and the methods it used to determine the relationship between prison education and recidivism. The February 1993 issue of Corrections Today cited recidivism data as the single most important measure of the effectiveness of correctional education.

Nine of the 13 studies specifically examine the relationship between recidivism and participation in prison education. Four of the studies provide data about recidivism among the general prison population. All 13 studies are diverse in nature and therefore difficult to compare. As one recidivism researcher states, "The measurement of [education] program impact in corrections is fraught with difficulties."

Researchers have used different definitions for recidivism including re-arrest, re-conviction, or re-incarceration, and different follow-up time periods that ranged from six months to six years. Some studies examine a single prison's experience; others include one or more state and federal prison systems. Most studies use male inmates with indefinite prison sentences, that is, inmates whose release dates are not fixed but determined by the Parole Board.

The research literature does not assert that it is prison education alone that affects whether an inmate returns to prison. The studies that attempted to determine cause and effect concluded that prison education is one of many factors that influence recidivism. Other factors associated with recidivism include an individual's motivation, participation in other prison programs (e.g., Alcoholics Anonymous), level of family and community support, prior incarceration, and employment, criminal, and psychological histories. Various researchers assert that a person who possesses some college education will typically also possess more societal advantages than the majority of the prison population who have little education. Therefore, it is difficult to attribute the ability to stay out of prison to the college education alone.

MAIN FINDINGS

Despite the difficulties, several conclusions about recidivism can be drawn from the literature:

* **Completion of an education program, not merely participation, is related to less recidivism.** Just attending classes is not enough; completing an education milestone makes the difference.

* **The longer the follow-up period, the greater the number of recidivists.** Several studies report that longer observation periods result in higher recidivism rates. For example, a 1991 study by the ODRC found at two years that 20% had returned to prison. By the third year, 30% percent had returned.

* **Recidivism is higher among men than women and African-Americans than European-Americans.** In a 1993 Ohio recidivism study of ex-inmates who served definite or fixed sentences, 27% of females compared to 34% of males recidivated. This study also reported the recidivism rate for European-Americans was 24% compared to 42% for African-American ex-inmates.

* **The younger the person at release, the more likely to recidivate.** According to the U.S. Bureau of Justice Statistics, recidivism is "inversely related to the age of the prisoner at the time of release."

* **An inmate's history of previous--juvenile and adult--incarceration is associated with higher chances of re-offending.** One study reported that "after all is said and done, the most serious offenders are boys who begin their delinquent careers at a very early age."

* **Length of stay in prison does not necessarily affect the likelihood of recidivism.** Although the studies reviewed by LOEO did not directly compare inmates with definite and indefinite sentences, separate studies of each found that those who serve six months in prison, for example, are as likely to recidivate as those who served two or more years.

SPECIFIC RESEARCH FINDINGS

The following is a summary of the 13 recidivism studies grouped according to the education levels examined. The main findings and weaknesses of the studies are presented.

<u>ABLE completers compared to noncompleters</u>

Three conclusions are made about the impact of ABLE on federal prisoners in a Canadian study: (1) ABLE completers have lower recidivism rates than those who withdrew or were released from prison before completing ABLE; (2) "highest risk" inmates benefit the most from ABLE; and (3) ex-offenders report that increased math skills--not reading--contribute the most to their success at reintegration.

GED and vocational completers compared to non-completers

Two reports from Florida and Ohio found that completion of a GED or vocational program helps to lower the recidivism rate, increase employment, and consequently, avoid costs. The Ohio report states that the "crucial variable is not participation per se, but rather whether or not the program was completed." The results of these studies also indicated that education was not the only factor in reducing recidivism. Age, family background, other prison program participation, and prior incarceration also were associated with the likelihood of recidivism. In addition, one researcher reported that the study sample was self-selected, therefore, raising questions about the validity of the data.

College graduates compared to non-completers

Four studies from New York, Alabama, and Ohio concluded that those who complete a college degree were four percent to 19% less likely to return to prison than those who did not complete their degree. Two of these studies cautioned the reader from making conclusions; one suggested more studies are needed to confirm the findings. These studies did not include other factors that may have also contributed to the lower recidivism, such as: the individual's motivation, participation in other prison programs, and level of family and community support.

College graduates compared to high school graduates and dropouts

Two studies conclude that the higher the education level, the lower the rate of recidivism. The federal Bureau of Justice Statistics conducted the longest follow-up (six years), involving 22 states and nearly 4,000 inmates. They confirmed what many assert. Within six years after release from prison, only 48% of those with some college returned to prison compared to 61% of those with only a high school degree and 71% who had dropped out of school. These numbers are high because the Bureau used the broadest definition of recidivism to include re-arrest, not necessarily re-conviction or re-incarceration.

A second study by Wilmington College in Ohio compared two-year college graduates to high school graduates and dropouts, 12 months after release. The researchers acknowledged that the pre-prison backgrounds of inmates graduating from college may have predisposed them to successful reintegration into the community. Therefore, they attempted to compare the pre-prison backgrounds on the basis of other variables associated with returning to prison (e.g., prior incarceration, pre-prison education, pre-prison employment). Although the researchers concluded that the backgrounds of the two-year college graduates and the high school graduates are alike, their arguments were not convincing.

The Wilmington researchers concluded that offenders who earned associate degrees are more successful in their reintegration than their non-college graduate counterparts. Although they were unable to establish a statistically significant relationship, the researchers found that after one year inmates who obtained an associate degree while in prison had a 12% recidivism rate, compared to a 16% rate for those with a high school education, and a 29% rate for the high school dropouts. However, much like other recidivism studies, the researchers acknowledged that a follow-up period of two and three years is needed to determine successful reintegration.

APPENDIX B
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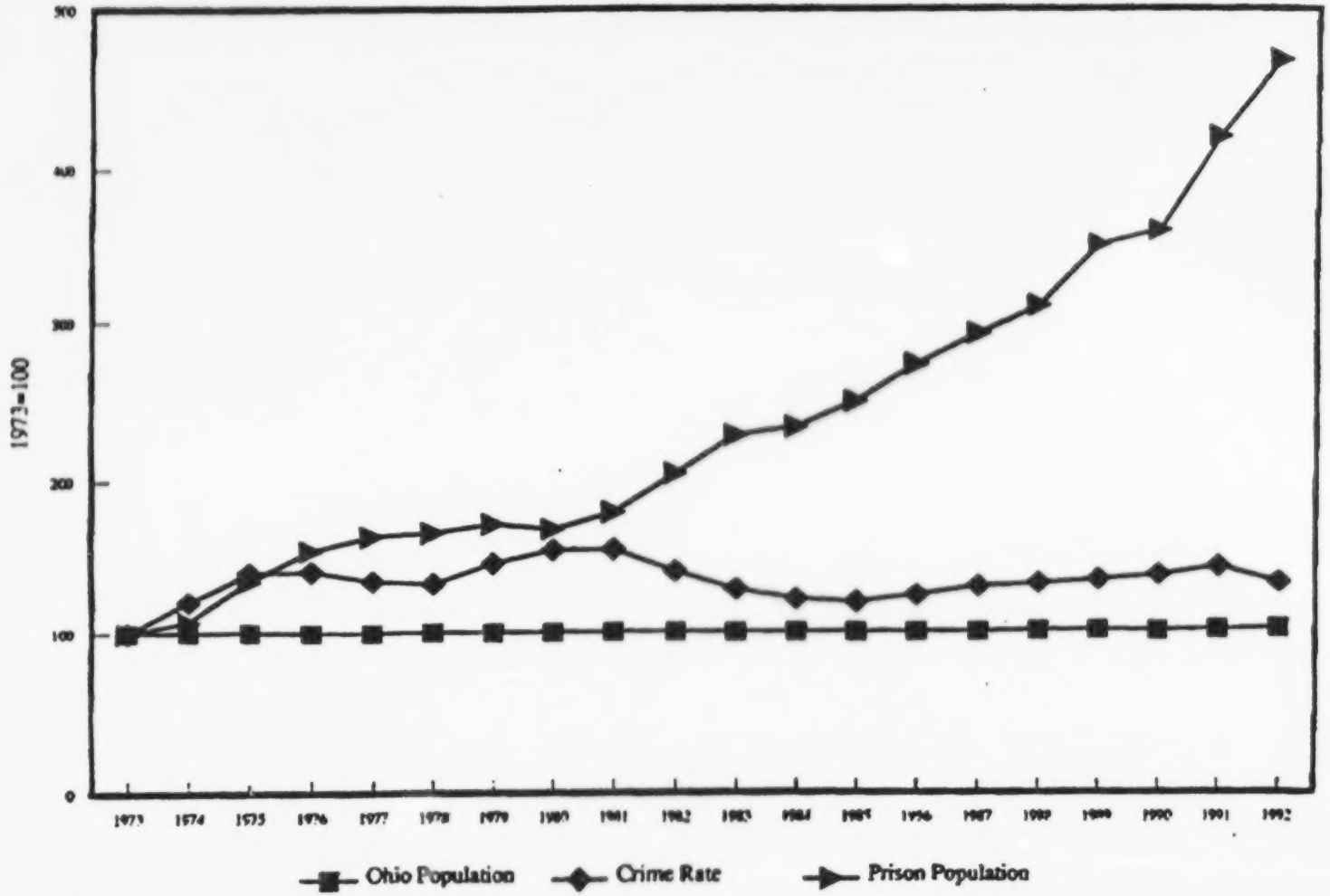
APPENDIX C

Population, Crime Rate, and Prison Population

Ohio. 1973 to 1992



Source: Ohio Sentencing Commission

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APPENDIX D

OHIO PENAL EDUCATION CONSORTIUM
ENROLLMENT AND GRADUATES
ANNUAL REPORT 1992-1993

COLLEGE**	CORRECTIONAL INSTITUTION	FALL ENROLLMENT	1 YEAR TECHNICAL CERTIFICATE	2 YEAR ASSOCIATE DEGREE	4 YEAR BACCALAUREATE DEGREE
Ashland University	Grafton	275	23	49	39
Ashland University	Mansfield	319	28	23	32
Columbus State Com. College	London	46	15	0	0
Columbus State Com. College	Madison	130	13	25	0
Columbus State Com. College	Ohio Reformatory*	43	22	0	0
Cuyahoga Com. College	Northeast Pre-Release*	31	0	6	0
Lorain County Com. College	Lorain	61	0	0	0
Marion Tech. College	Marion	62	7	6	0
Ohio University/Lancaster	Southeastern	163	1	14	2
Ohio University- Adult Learning	- - -	0	0	0	3
Ohio University/Chillicothe	Chillicothe	159	1	12	1
Ohio University/Chillicothe	Ross	311	3	41	17
Ohio University/Lancaster	Correctional Reception	21	0	1	0
Ohio University/Lancaster	Orient	164	3	27	6
Ohio University/Lancaster	Pickaway	161	1	9	2
Ohio State University/Marion	Marion	92	0	7	0
Sinclair Community College	Dayton	85	3	6	0
University of Findlay	Allen	155	0	28	0
University of Findlay	Lima	213	0	31	12
Urbana University	London	283	0	30	9
Urbana University	Ohio Reformatory*	120	0	18	0
Wilmington College	Franklin Pre-Release*	45	0	10	0
Wilmington College	Lebanon	248	0	52	39
Wilmington College	Warren	290	0	82	25
	TOTALS	3,477	120	471	187

* Women's prisons

** Hocking Technical College and Shawnee State University not reported

Note: The discrepancy between these numbers and those in the body of the report is due to the difference in reporting periods. ODRC figures are reported on a fiscal-year basis and Consortium figures are reported on a school-year basis.

APPENDIX E
OHIO'S PRISON SYSTEM

		SECURITY LEVEL	POPULATION*	COUNTY
1	Allen Correctional Institution	Medium	1,367	Allen
2	Chillicothe Correctional Institution	Medium	2,806	Ross
3	Correctional Medical Center	Close	123	Pickaway
4	Correctional Reception Center	Close	2,339	Pickaway
5	Dayton Correctional Institution	Medium	482	Montgomery
6	Franklin Pre-release Center	Minimum	433	Franklin
7	Grafton Correctional Institution	Medium	1,436	Lorain
8	Hocking Correctional Facility	Medium	446	Hocking
9	Lebanon Correctional Institution	Close	2,207	Warren
10	Lima Correctional Institution	Medium	1,952	Allen
11	London Correctional Institution	Medium	2,432	Madison
12	Lorain Correctional Institution	Close	2,312	Lorain
13	Madison Correctional Institution	Medium	2,090	Madison
14	Mansfield Correctional Institution	Close	2,463	Richland
15	Marion Correctional Institution	Medium	2,214	Marion
16	Northeast Pre-Release Center	Minimum	659	Cuyahoga
17	Ohio Reformatory for Women	All levels	2,310	Union
18	Orient Correctional Institution	Medium	1,712	Pickaway
19	Pickaway Correctional Institution	Minimum	2,012	Pickaway
20	Ross Correctional Institution	Medium	2,919	Ross
21	Southeastern Correctional Institution	Medium	1,925	Fairfield
22	Southern Ohio Correctional Facility	Maximum	1,080	Scioto
23	Trumbull Correctional Institution	Close	954	Trumbull
24	Warren Correctional Institution	Close	1,448	Warren
		TOTAL	40,121	

* Source: Ohio Department of Rehabilitation and Correction, 11/1/93 weekly count

Note: The discrepancy between these numbers and those in the body of the report is due to a difference in reporting periods.

APPENDIX F

George V. Voinovich
GOVERNOR

Mike DeWine
LIEUTENANT GOVERNOR

OHIO DEPARTMENT OF REHABILITATION AND CORRECTION

Reginald A. Wilkinson, DIRECTOR

1050 Freeway Drive, North
Columbus, Ohio 43229

October 11, 1994

Paul Marshall
Director
Legislative Office of Education Oversight
30 East Broad Street - 27th Floor
Columbus, Ohio 43266-0927

Dear Director Marshall:

Thank you for sending my office a final draft of the Legislative Office of Education Oversight (LOEO) report entitled "Education Behind Bars: Opportunities and Obstacles." As you are aware, several departmental staff attended the recent presentation your office made to the legislative members of the committee. The DRC attendees continued to be impressed with the professionalism displayed by LOEO staff during the presentation and throughout the course of this study. The Department is also appreciative of the many hours the LOEO spent speaking directly to staff and inmates involved in educational programming at our prisons.

I have attached a document to this letter which will provide the LOEO with the Department's specific responses to the recommendations made by the committee. In general, I am in full agreement with the LOEO recommendations and I have instructed departmental staff to develop a specific action plan for compliance. The document I have provided reflects the initial work of staff within the Ohio Central School system and the Office of Prisons towards that goal. To further ensure compliance, the LOEO recommendations will be incorporated into a document entitled "A Systems Approach to Corrections in Ohio". This document was developed to provide a comprehensive, systematic approach to tracking and updating important departmental initiatives.

In summary, I wish to thank staff of the LOEO and its legislative membership for the valuable input it has provided to help facilitate quality improvements within DRC's educational system. I wish to reiterate that I believe that providing inmates with educational opportunities is one of the most important functions of the Ohio Department of Rehabilitation and Correction and I have stressed this in recent meetings with all of our Wardens.

My staff and I will be pleased to keep the LOEO apprised of our progress towards implementing the recommendations in the report. If there is any other information required, do not hesitate to contact my office.

Sincerely,

Reginald A. Wilkinson
Director

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OHIO DEPARTMENT OF REHABILITATION AND CORRECTION
RESPONSES TO RECOMMENDATIONS OF THE LEGISLATIVE OFFICE OF EDUCATION OVERSIGHT COMMITTEE'S STUDY "EDUCATION BEHIND BARS: OPPORTUNITIES AND OBSTACLES"
OCTOBER 12, 1994

The following proposed actions are being presented in response to the findings of the study by the Legislative Office of Education Oversight Committee. The Department of Rehabilitation and Correction (DRC) will strengthen the Ohio Central School System to provide a more systematic approach in the delivery of appropriate, equitable educational opportunities in all institutions based upon inmate needs. This should enhance inmates chances to become law abiding and productive citizens upon their return to the community.

Recommendation #1: ODRC continue to provide the full range of education opportunities to meet the full range of inmate needs, including ABLE, GED, vocational, one year technical, and two and four year college degree programs.

To ensure that a comprehensive educational program is available to meet the needs of inmates, the Ohio Central School System will develop an ongoing inmate assessment process at both male and female reception centers. The profile of inmate needs (which will include such items as reading levels, learning disabilities, employability skills, demographic information, prior education and employment history , and security concerns) will be improved and disseminated to education staff. Based upon these profiles, the Ohio Central School System will provide an appropriate array of educational opportunities at each institution.

The Department of Rehabilitation and Correction and the Ohio Central School System recognize the need for post-secondary education and will support the Ohio Penal Education Consortium in sustaining necessary appropriate funding.

Recommendation #2: ODRC should develop a plan that focuses on the education needs of inmates and includes a system for measuring ongoing student learning, as well as the effect of education programs on post-release employability and recidivism.

To strengthen the existing student assessment program, the Ohio Central School System will expand the individualized assessment approach utilizing a variety of diagnostic instruments which include The California Test of Adult Basic Education (TABE) to determine academic skills, Comprehensive Adult Student Assessment System (CASAS) to determine life skills, PowerPath to determine learning disabilities, the General Aptitude Test Battery (GATB) to determine vocational interests and aptitides, and other appropriate diagnostic instruments. The Ohio Central

School system will enforce the existing periodic student assessment which includes standardized, criteria referenced, and teacher made tests. The Ohio Central School System, in conjunction with the DRC Adult Parole Authority, Bureau of Planning and Research, and pre-release services along with the Ohio Penal Education Consortium, and Ohio Bureau of Employment Services will build on the current vocational education study to include an ongoing comprehensive educational program follow-up process that measures the effects of education upon employability and recidivism.

Recommendation #3: ODRC should stabilize and provide a system-wide focus to its funding of education programs across prisons, basing the allocations on the education needs of the inmates.

The Ohio Central School System and the DRC Division of Business Administration will develop appropriate educational staffing patterns based upon current inmate profiles. The staffing patterns will be reviewed continually and additional positions where needed will be recommended for each new biennium budget. Criteria will be established to determine equitable staffing patterns to ensure that a full array of education opportunities exists at each institution. The first priority will be to determine current staffing deficiencies in existing institutions and request appropriate funding in the next biennium budget. The Ohio Central School System will be responsible for the equitable distribution of supplies, equipment, and materials which will include federal and general revenue dollars allocated for these expenditures. Distribution of the funds will be criteria based and follow a per capita formula as determined by inmate needs.

Recommendation #4: ODRC should hold both the Ohio Central School System and wardens accountable for the success of the education programs in prison, especially the percentage who complete programs.

The Ohio Central School System will develop a systematic process to establish accountability for the success of educational programs. The line of supervision will be clarified to delineate roles and responsibilities of teachers, school administrators, principals, wardens, and the superintendent of the Ohio Central School System. The Ohio Central School System and students will define education milestones for program completion based upon inmate needs.

Recommendation #5: ODRC review the appropriateness of all policies that limit participation in education programs and encourage wardens to limit the interruption of class time when scheduling the day-to-day operations of the prison.

The Ohio Central School System will review, update, and establish necessary policies that enhance the priority of educational programming in the institutions. The Ohio Central School

System and the Wardens will develop appropriate schedules for students that will limit interruptions in the daily operations of education programs.

Recommendation #6: ODRC should require teachers to do quarterly assessments of students to determine whether reasonable progress is being made and to require information regarding the education status of inmates be considered in transfer decisions.

As part of formalized student assessment, teachers will be trained or retrained in testing procedures and test development. Teachers will be expected to administer quarterly assessments and review the results with the students. Results of the assessments will be used by educational staff to determine continued educational programming for each inmate. Policies and procedures will be established to assure that student information will be available for and used by appropriate staff when considering inmate transfers. Priority will be given to completion of education milestones prior to any transfers.

Recommendation #7: The Ohio Central School System strengthen its methods of monitoring the quality of teaching in prisons, using the information to further staff development efforts.

The Ohio Central School System will improve classroom observations by administrative staff by increasing the number of formal observations, using standard observation forms, and providing immediate teacher feedback with proactive intervention. These formal observations will be used as a basis for future staff development and as feedback for existing staff development efforts. All administrative staff will receive continuing training in proper evaluation procedures, adult learning theory, learning disabilities, cultural diversity, current educational practices, and future trends to more effectively supervise, evaluate, and interact with staff.

Recommendation #8: ODRC should implement a staff development program for prison educators that includes ongoing opportunities for practicing new techniques with coaching and feedback, in order to improve instruction to adult learners and more effectively respond to those with learning disabilities.

The Ohio Central School System will formalize a system-wide staff development plan. The plan will include such criteria as, inmate determined needs, instructor determined needs, school determined system needs, current and future educational practices. Staff development will include a wide array of instructional techniques and activities on such topics as adult learning theory, learning disabilities, student assessment, student diagnostic techniques, social skills curriculum

implementation, career education, and cultural diversity. Administrative staff will follow-up during classroom observations to insure that staff development is being implemented. The staff development plan will include both a required educational pre-service for all new teachers and a structured ongoing systematic in-service program utilizing peer assistance teams, mentors, educational consultants, university staff, professional organizations, and other agencies.

Recommendation #9: The Ohio Central School System should implement a curriculum that addresses social skills and how inmates reason in social situations.

The Ohio Central School System will expand the existing curriculum committee to include a representative from each institution. Each representative will serve as an education liaison to the institution and provide ongoing information and feedback. Administrative staff will be responsible for reviewing and commenting on curriculum prior to approval. This committee will review all existing and new models of social skills curriculums and adapt appropriate elements into our recently approved graded course of study. In-service activities for all staff will be provided prior to the final adoption of any curriculum.